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Introduction

1. In accordance with Executive Board decision 93/3, UNDP began its operations in the Republic of Tajikistan in December 1993. Political and social instability initially caused activities to be limited to humanitarian assistance at the grass-roots level. The scope of activities progressively broadened to include longer-term development cooperation as the peace process was consolidated.

2. UNDP assistance was provided under a country allocation scheme determined on a project-by-project basis. In an attempt to provide a conceptual framework linking humanitarian and longer-term development assistance, a strategic framework initiative for UNDP assistance was formulated from 1997 to 1998, which later evolved into the first country cooperation framework (CCF), approved by the Executive Board at its first regular session 1999 for the period 1999 to 2000.

3. The present CCF was prepared in consultation with the Government, United Nations organizations, donors and non-governmental organizations (NGOs) working in Tajikistan. It takes into consideration the results and recommendations of the country review of September 2000. The CCF is designed to play a central and catalytic role for United Nations system assistance in Tajikistan as outlined in the Consolidated Inter-agency Appeal for Tajikistan for 2001.

I. Development situation from a sustainable human development perspective

The political context

4. The five-year civil conflict from 1992 to 1997 left a legacy of 50,000 casualties, 600,000 displaced people, 500,000 emigrants, 60,000 refugees, 55,000 orphans and 20,000 widows in a population of 5.8 million. Destruction of physical infrastructure created a critical loss of shelter, hospitals, schools, water systems and roads; the country continues to suffer from shortages and disease.

5. Following prolonged negotiations in which the United Nations played an important role, the Government and the United Tajik Opposition (UTO) signed a peace agreement in Moscow in June 1997. The agreement provided a basis for a more stable future and for a more unified government. Despite continued instability in certain areas, a peace-building and democratization process developed and the first multi-party parliamentary elections for a new parliament were held in February and March 2000. While the roots of the civil conflict in Tajikistan remain, a fragile stability is being maintained and the transition period extended. The United Nations Mission of Observers in Tajikistan (UNMOT) therefore concluded its mandate in May 2000, being replaced by the United Nations Tajikistan Office for Peace-building (UNTOP) to ensure the support of the international community during this transition stage.

6. The Government faces considerable challenges on the governance front to: strengthen national institutions and structures; facilitate appropriate representation both in the Government and parliament, between forces formerly in opposition; and strike a balance between the exercise of central and regional authority. Success will require strengthening the rule of law amidst a wide variety of problems: organized crime, drug trafficking, weapons-smuggling, instability in Afghanistan, the return of refugees, the reintegration of former combatants, extreme poverty, poor harvests and severe drought, and the collapse of social services. All of these make the peace process achievements extremely vulnerable.

The economic context

7. After a sharp decline following independence, the economy improved in 1998 with the implementation of the stabilization programme and gradual economic growth. Real gross domestic product (GDP) rose 3.7 per cent in 1999 and the inflation rate was 30.1 per cent. These results are still vulnerable, however, subject to fluctuating world prices for its primary exports of cotton and aluminium. With the support of the World Bank and the International Monetary Fund (IMF), a number of structural reforms have been implemented and progress has been made in the transition to a market-based economy. The low level of foreign and domestic investment, however, is leading to low productivity and weak infrastructure.

8. Agriculture is a key sector of the economy, contributing almost one third to GDP and approximately half to employment. Its contribution to poverty reduction is limited, however, because of low productivity on state farms, limited access to land by

private farmers, shortage of inputs, the deteriorated condition of major agricultural infrastructure and low prices for agricultural products. The drastic reduction in domestic food production, following the recent drought, is due in large extent to deficient irrigation and drainage systems.

The social context

9. Access to basic social services such as health, water, sanitation and education, has been limited as a result of the lack of essential supplies, proper maintenance and low salaries of teachers and medical personnel, often paid after delays of months. Education continues to decline, as many children do not attend schools due to lack of textbooks, clothing, shoes, poor or no heating of schools in winter, and motivated teachers. Only 35 per cent of the population, mainly in urban areas, has access to piped water; water distribution systems are either non-existent or extremely weak in most rural areas. Medical care similarly suffers from inadequate facilities, supplies and funding.

10. As in many other societies, women in Tajikistan are the silent victims of war and economic transition. In the last several years, hundreds of thousands of Tajik women had to leave their homes and over 20,000 have become widows. They are fending for themselves and their families in a time of growing poverty and unemployment. Prior to independence, most women worked in the education and health sectors, which have suffered significantly from the economic impact of the civil conflict. Women, therefore, turned to the informal economic sector, which offered income-generating opportunities through activities such as handicrafts, small businesses, small-scale agricultural production and livestock breeding.

11. Another highly sensitive issue is the reintegration into civilian life of many thousands of returnees, former combatants and displaced persons. Alternative means of livelihood have to be created in order to consolidate the achievements of the peace process. The reintegration process continues to be elusive because of the lack of resources, official difficulties and the slow process of cultural reorientation that is required if people are to address a new situation, both political and economic.

12. According to the interim poverty reduction strategy paper (IPRSP), over 80 per cent of the population is living below the poverty line. In fact, data for 1989 indicates that Tajikistan was already the poorest republic in the former Soviet Union. The country's poverty levels are a result of a limited economic resource base, the collapse of the former Soviet Union that used to provide about 40 per cent of its GDP to sustain the social and economic infrastructure and operating budget, and the aftermath of the civil war. In monetary terms, real wages have fallen dramatically to less than 5 per cent of their pre-independence levels, with state employees receiving only an average of $9 equivalent per month and much less for social sector employees. With a human development index (HDI) of 0.663 in 1997, Tajikistan ranked 110 out of a total of 174 countries, a modest rise from the level of 115 in 1994, according to the Human Development Report 2000.

The environmental context

13. Tajikistan has three main environmental problems: (a) land degradation resulting from poor irrigation management; (b) deforestation which has accelerated dramatically in the past 10 years, owing to a lack of fuel caused by economic and civil upheavals; and (c) desertification due to agricultural practices which have damaged fragile soils, particularly in the southwestern part of the country, and which have threatened wildlife and protected areas. Proper water treatment has also posed a health hazard. These conditions have contributed to falls in agricultural production and increased the vulnerability of rural families.

II. Results and lessons of past cooperation

14. The first CCF for Tajikistan identified three broad areas of intervention: governance; rehabilitation, reconstruction and development; and the sustainable management of natural resources. The country review in September 2000 assessed UNDP support in these areas; the following results were observed.

Diagnosis and analysis

15. UNDP undertook three activities meant to broaden understanding of the country's development needs. First, it participated with the World Bank in carrying out a major Living Standards Survey, which

established for the first time a national poverty profile for Tajikistan and served as the basis for a poverty assessment and the subsequent formulation of the poverty reduction strategy. The capacity of the state statistical agency was also reinforced to undertake poverty surveys. Second, it attempted to articulate the needs of the United Nations and other assistance through a strategic framework initiative. Third, its most important analytical tool has been the series of five annual national human development reports (NHDR), which have addressed aspects of the country's political economy from the standpoint of sustainable human development.

Civil society

16. UNDP has been involved in a variety of civil society activities, which were considered important in the immediate post-conflict period. First, its confidence and peace-building project helped to establish a network of twenty community development centres, which were recognized as valuable tools for facilitating dialogue and community action. The solid implementation of an exit strategy for the project ensured that all twenty community development centres continue to function after the operational closure of the project. Second, the Women in Development Bureau contributed to the empowerment of women through its microcredit schemes and training programmes on health and women's rights; supported the Government in the formulation and implementation of its National Action Plan for the Advancement of Women; elaborated gender-disaggregated statistics, and backed the formation of NGOs for women and the preparation of future female leaders. The Women in Development Bureau is continuing its operations as an NGO, without further financial support from UNDP, while executing projects for the United Nations Development Fund for Women (UNIFEM) and the United Nations Population Fund (UNFPA).

Governance

17. UNDP demonstrated its support for the newly elected parliament of Tajikistan by: (a) developing rules of procedure for both houses; (b) establishing a database and strengthening national capacity in the area of external resource management and aid coordination; and (c) strengthening the management capacities of the Ministry of Foreign Affairs and the Commission for National Reconciliation (CNR). UNDP also helped to modernize the computer centre at the Technical University of Tajikistan and supported a joint project with the Organization for Security and Cooperation in Europe (OSCE) in the area of civic education in connection with the 2000 parliamentary elections.

Reconstruction, rehabilitation and development

18. About 80 per cent ($8.3 million from 1995-2001) of UNDP core resources have been committed to the reconstruction, rehabilitation and development programme (RRDP) in Shaartuz, Kulyab and Gharm. UNDP has provided for the management and technical support of the programme and has established substantial delivery capacity. Significant resources have thus been mobilized: (a) from cost-sharing ($11.2 million) whose major donors were the United States, the European Union, Switzerland, Japan, Canada and the United Kingdom; (b) from parallel funding ($1.24 million) together with funds from the target for resource assignment from the core (TRAC) 1.1.3 for emergency response ($1.6 million); and (c) trust fund sources ($1.3 million), including the UNDP/Swedish Trust Fund, the UNDP Trust Fund for Peace and Development in Tajikistan, and Norway. The total commitments, including UNDP core resources, were $23 million from 1995-2001.

19. Operating in very different and difficult social, political and economic situations, the RRDP has made significant contributions to the social and economic recovery of each of these areas and to the consolidation of peace, as demonstrated by an independent evaluation undertaken in July and August 2000. Over 690 sub-projects have been carried out in the areas of health, education, infrastructure, agriculture, water development and promotion of women, which have benefited many thousands of beneficiaries. Through its subcontracting to local public and private firms, the programme has had a positive effect on local economies and job creation. The reintegration programme has helped 1,200 ex-combatants find short-term employment and 485 ex-combatants find permanent employment.

20. The successful implementation of these projects is clearly the fruit of the effective relationships established with local authorities. The use of district development advisory committees and tender committees has also ensured that the programme operates in a framework that is consistent with local

priorities and that decisions, particularly relating to contracts, are made in a transparent manner. Self-financing approaches have been introduced to sustain the operations of rehabilitated schools, health centres, hospitals, water and irrigation systems, among others.

Sustainable management of natural resources

21. Most of the activities anticipated in this sector, financed by the Global Environment Facility (GEF), have not yet taken place, although significant preparatory work has been carried out and project proposals have been approved. Sustainable management of natural resources will therefore be addressed in the second CCF. Resources from the Office to Combat Desertification and Drought (UNSO) were also approved to prepare a national action plan to combat desertification.

22. The experiences and lessons learned from past cooperation and management of programmes informed the country review, which observed the need for greater coordination between, and integration among, projects in each programme area. The lack of such coordination has limited the coherence and effectiveness of the country programme.

23. The country review also highlighted the importance of examining closely the terms and conditions under which nationally or agency executed projects are organized to avoid overly autonomous project direction or unintentional direct execution by the country office. The RRDP which is implemented by the United Nations Office for Project Services (UNOPS) needs to be more effectively integrated into the overall UNDP programme. Weak national capacities made for a poor, national execution experience. UNDP therefore became the de facto executing agency for national execution experience projects, thereby weakening both its oversight functions and its responsibility to develop national capacity through its projects.

24. The country review noted further that while most programmes and projects have been very successful at project delivery and resource mobilization, sufficient priority has not been given to strategic and forward planning. Greater UNDP involvement in this area, particularly with regard to the RRDP, was recommended. Exit strategies, although very solidly implemented and successful in the case of the peace and confidence-building project, were not built into the project documents and only developed for two projects towards the end of their project life.

25. It was also recommended that the government coordinating authority should be an integral part of programme planning and management. Precise monitoring and evaluation mechanisms should be used for every project, with recommendations followed up on as much as possible.

26. As the country consolidates its peace-building process, the coordination of the links between peace-building, humanitarian and longer-term development will need further refinement.

III. Objectives, programme areas and expected results

27. Tajikistan is in the process of moving from the phase of post-conflict recovery to that of post-independence economic transition. With a more long-term development agenda receiving greater priority, UNDP focus will progressively move from short-term humanitarian-based assistance to longer-term poverty alleviation to sustain Government policies for economic and social development.

28. The main instruments of government strategy are a three-year World Bank and an IMF-supported macroeconomic programme, which is linked to the poverty reduction and growth strategy of the Government, currently under preparation with World Bank, Asian Development Bank (ADB) and IMF assistance. In this respect, the IPRSP was approved in October 2000, and a full PRSP is due to be submitted to donors at the third Consultative Group meeting for Tajikistan in Tokyo in May 2001. The strategy is made up of the following nine sectoral components: labour markets and privatization; macroeconomics; agriculture; education; health care; social protection; infrastructure; tourism, recreation and the environment; and public management structures and governance. UNDP has supported the development of the IPRSP by co-financing the Tajikistan living standards survey and will provide upstream policy advice in the development of three sectoral policies for the PRSP.

29. In implementing its poverty reduction strategy, the Government will pursue the following main objectives: (a) economic growth through the encouragement of export-led and labour-intensive

activities; (b) sufficient provision of basic social services to the poor, particularly in health and education; (c) targeted income support to the poorest; and (d) efficient governance.

30. The overall goal of the CCF is therefore to serve as one of the instruments of a broader network of partnerships of United Nations organizations, donors and NGOs, in support of the poverty reduction strategy. Projects and humanitarian support from other United Nations organizations should be part of this strategy. These were included in the Consolidated Inter-Agency Appeal for Tajikistan for 2001, for which commitments totalling $82 million were sought from the international community. The main United Nations organizations involved in this appeal are the World Food Programme (WFP), the World Health Organization (WHO), the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations (FAO), UNDP, the United Nations Development Fund for Women (UNIFEM), the Office for the Coordination of Humanitarian Affairs (UNOCHA), the United Nations Population Fund (UNFPA) and the International Organization for Migration (IOM). They have today, however, fallen short of targets, underlining the difficulties of mobilizing resources for humanitarian support.

31. Within the overall context of the country's expected requirements over the next three years, UNDP will continue to combine rehabilitation with development assistance, which will be integrated more closely within the broader framework of support to the poverty reduction strategy. Future UNDP assistance will therefore be grouped into three programme areas: (a) governance capacity-building; (b) reconstruction, rehabilitation and development; and (c) environmental protection and sustainable natural resources management. At the same time, cross-cutting themes of environmental management and the promotion of gender in development will be reflected in all three programme areas.

A. Capacity-building for governance

32. The strengthening of national capacity to manage selected aspects of the country's development will be a major concern in all three programme areas. However, in the first one attention will be given to:

(a) Support to the Presidential Working Group responsible for the poverty reduction strategy (PRS), particularly to: (1) the formulation of certain components of the PRS through the provision of high-level expertise in selected fields; (2) support, with the ADB, to the state statistical agency in the analysis and monitoring of poverty indicators.

(b) Strengthen national capacity in the analysis of human development issues through: (1) the annual preparation of NHDRs; and (2) the establishment of a Sustainable Human Development Centre in the Tajik State Library with the inclusion of courses on sustainable human development issues in the university curriculum.

(c) Reinforce public administration in selected institutions, such as the Ministry of Foreign Affairs, the Technological University of Tajikistan in the areas of computer training and the development of future women leaders, and eventually others, such as the Supreme Audit Institution.

(d) Collaborate with the United Nations Tajikistan Office for Peace-building (UNTOP) in peace, reconciliation and human rights activities, particularly with reference to the reintegration of ex-combatants.

33. UNDP will also work closely with other donors, particularly the World Bank, IMF, ADB, the Food and Agriculture Organization of the United Nations (FAO) and bilateral donors.

34. The expected results will be: (a) *Poverty reduction strategy*. Enhanced national capacity in policy formulation in selected areas and in the analysis and monitoring of poverty-related issues; adoption of appropriate policy frameworks to address these issues in the context of the poverty reduction strategy; collaborative arrangements with the World Bank, ADB and IMF; and (b) *National human development reports*. Increased awareness in the Government, academia and civil society of sustainable human development and poverty reduction paradigms; and (c) *Strengthening of public administration*. Installation of computerized networking facilities in the Ministry of Foreign Affairs trained public officials in information technology at the Technological University of Tajikistan and an increased level of auditing by the Supreme Audit Institution.

35. The indicators used to measure results will include: (a) *Poverty reduction strategy*. The

preparation of sector policy notes and the poverty reduction strategy paper (PRSP); and regular publication and updating of national poverty-related statistics and information, disaggregated by gender and region in the context of regular monitoring of the PRS; (b) *Sustainable human development and poverty reduction strategy*. Debate and discussion on the PRS and NHDRs in the media and through workshops and public consultations; introduction of curricula and courses on SHD in institutions of higher learning; SHD concepts and issues reflected in governmental policies and statements; (c) Computer training and trained information technology specialists in the Ministry of Foreign Affairs and an increased number and quality of audits undertaken by the Audit Institution.

B. Reconstruction, rehabilitation and development

36. UNDP will reaffirm its earlier support to the Reconstruction, Rehabilitation and Development Programme (RRDP) by a second phase of assistance, starting in 2001, subject to the availability of funds. These activities are designed to benefit the populations affected by the infrastructures to be rehabilitated, most of whom are poor. These comprise long-term residents, populations who had been displaced as a result of war, repatriated refugees who had formerly been living in Afghanistan and other neighbouring countries and former combatants demobilized from the army. Activities will support the goals of the PRS components of labour markets and privatization; agriculture; education; health care; and infrastructure, according to need and resource availability.

37. These activities will continue in the context of sub-projects in the areas of Shaartuz (western Khatlon region) in the south of Tajikistan, which was the most severely war-damaged area and has received a substantial number of returnees from Afghanistan; Kulyab (eastern Khatlon region), a region which had not directly suffered from the war but which is one of the poorer regions, in Gharm, in the Karategin Valley in eastern Tajikistan; and most recently in Soghd in the north which was added in 1999.

38. A RRDP II formulation mission is planned for April and May 2001. It will develop UNDP interventions in the following three areas: capacity-building and governance at the local level; local economic development; and reintegration of former combatants.

39. In accordance with the recommendations of the evaluation mission of July 2000 and of a review of priority issues for longer-term sustainability, however, it is proposed that UNDP will continue to provide managerial and technical support for the implementation of donor-financed sub-projects in selected fields and regions. These may include: (a) agricultural development to provide private individuals access to land and other assets from the privatization of farms, while improving land registration procedures; (b) giving access to agricultural credit, through the establishment of credit and savings associations; (c) water and land resources management, in relation to irrigation; (d) small enterprise development, including for women's commercial activities; (e) support to former combatants through employment promotion, business development, production associations and vocational training; (f) facilitating increased access to education and health and other social services, including through the formation of local management committees; and (g) increasing access to drinking water supplies, through rehabilitation and increase of infrastructure.

40. Greater emphasis will be placed on strengthening participatory structures in management, capacity-building in local and regional planning, reinforcing links with line ministries and establishing an inter-ministerial and donor steering committee. The aim is to ensure greater opportunities to address policy issues and link up more formally with the implementation needs of the PRS.

41. UNDP, and its executing agency UNOPS, will work closely with UNTOP (reintegration of ex-combatants through the rehabilitation of irrigation and drainage systems and in vocational training for ex-servicemen), WFP (land-lease programmes), ADB (social sector rehabilitation project) and Germany (reintegration of former combatants), and mobilize further resources through cost-sharing.

42. Building on the capacity established in the RRDP, UNDP and UNOPS will support the implementation of the $20 million loan by the Asian Development Bank for a social sector rehabilitation project (SSRP), which is being managed by UNDP under a management services agreement (MSA). This will involve the restoration of essential social services relating to

education, health and social protection, the strengthening of local governments and community-based organizations, and the use of NGOs, such as the International Federation of Red Cross and Red Crescent Societies (IFRC), in two areas covered by the RRDP, namely Soghd and Khatlon, thus providing opportunities for coordination and sharing of experience.

43. Expected results include increased agricultural production; reduced unemployment; effective water and land resource management; accelerated economic growth; improved health and education of the population; and reintegration of former combatants. Area-based targets will be established in accordance with needs and resource availability.

44. Indicators include the number of registered domestic private-sector farms; infrastructure rehabilitated; district development advisory committees functioning adequately; proportion of population with access to basic services; and percentage of ex-combatants reintegrated.

C. Environmental protection and sustainable natural resources management

45. UNDP activities in this area will be designed to support the environment component of the PRS, through the Global Environment Facility (GEF) and other resources, and to help the Government comply with two United Nations conventions. Environmental considerations will also be included in activities in the other two UNDP programme areas to ensure that they are conceived as a cross-sectoral concern at both the planning (PRS) and implementation (RRDP) levels.

46. First, in the area of climate change, and in compliance with the goals of the Montreal Protocol, the programme will assist in completing a project for the phasing out of ozone-depleting substances, particularly those used in refrigeration. Second, it will support the preparation of a first national communication on climate change issues relating to Tajikistan in response to commitments to the United Nations Framework Convention on Climate Change (UNFCC).

47. Third, in the area of biodiversity conservation, an initial GEF awareness workshop was conducted by UNDP in September 2000, aimed at improving local knowledge and understanding of the main stakeholders and local ecological NGOs in regard to GEF and biodiversity. This will be followed by the preparation of a national biodiversity strategic action plan in accordance with the requirements of the International Convention on Biodiversity. Follow-up biodiversity conservation projects are envisaged to implement components of the strategy.

48. The expected results of UNDP support will relate to the progressive reduction to approximately 10 tons of ozone depleting substances (ODS) by 2003, from the level of 56 tons in 1998; the preparation of a study on climate change issues in Tajikistan in the national communication for the next climate change conference; and the establishment of a strategic action plan for biodiversity.

49. Indicators will relate to the physical production of reports, the statistical measurement of the rate of use of ODS and of measures taken by the Government to follow up on each of the above projects.

IV. Management arrangements

Project execution

50. The applicability of the national execution experience modality will be reviewed on a case-by-case basis, looking at the capacity needed for project execution. The national execution experience manual will be published and disseminated in English and Russian and initial training will be provided. A broad partnership strategy will be developed between the Government, United Nations organizations, civil society and international organizations.

Project design

51. Project planning will emphasize sustainability and impact, taking into account the experience of projects in the previous cycle. In order to ensure the sustainability of UNDP interventions, the Government and UNDP will: (a) review the existing sustainability mechanisms; (b) increase participation of all stakeholders during the project cycle; (c) create exit strategies into all projects; and (d) build the capacity of local government for planning and management of development activities. This will also create opportunities to further increase national ownership. Impact indicators will be developed and monitored for all projects. New programmes and projects will be

designed in a more coordinated manner in order to facilitate programme integration and coordination.

Programme oversight and management

52. Steering committees, with the participation of state and civic society, will be set up to provide guidance and oversight in the implementation of the programme selected projects. In overall monitoring and evaluation work, particular attention will be given to using results-based management and change management processes and techniques.

Resource mobilization

53. Given the critical reduction in UNDP funds, particular efforts will be made to identify, with the Government and donors, suitable projects that can generate cost-sharing resources. The first priority will be to formulate support for RRDP Phase II, so as to provide the necessary managerial and technical support for cost-sharing contributions. This will be followed by efforts to mobilize resources for the next generation of sub-projects under the proposed second phase.

United Nations system coordination

54. Collaboration among United Nations organizations and the United Nations country team will be further strengthened through regular consultations and coordinated activities. Preparation of the common country assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) is envisaged, although it is hoped that the poverty reduction strategy paper and the comprehensive database being prepared for it can be used for the CCA. The practice of joint facilities in the field will be continued. Given the disaster-prone nature of the region and the effect of the instability in Afghanistan, UNDP will work closely with humanitarian agencies in developing contingency plans.

Annex

Resource mobilization target table for Tajikistan (2001-2003)

Source	*Amount (In thousands of United States dollars)*	*Comments*
UNDP regular resources		
Estimated carry-over into 2001	567	Includes carry-over of TRAC 1, TRAC 2 and the earlier AOS allocations.
TRAC 1.1.1	2 536	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
SPPD/STS	168	
Subtotal	**3 271**[a]	
UNDP other resources		
Government cost-sharing	0	
Third-party cost-sharing	15 000	
Funds, trust funds and other GEF	2 653	
Subtotal	**17 653**	
Grand total	**20 924**[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: AOS = administrative and operational services; GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core.